



# County of Los Angeles CHIEF EXECUTIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION  
LOS ANGELES, CALIFORNIA 90012  
(213) 974-1101  
<http://ceo.lacounty.gov>

WILLIAM T FUJIOKA  
Chief Executive Officer

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March 28, 2008

To: Supervisor Yvonne B. Burke, Chair  
Supervisor Gloria Molina  
Supervisor Zev Yaroslavsky  
Supervisor Don Knabe  
Supervisor Michael D. Antonovich

From: William T Fujioka  
Chief Executive Officer

A handwritten signature in black ink, appearing to read "W. T. Fujioka", is written over the printed name of the Chief Executive Officer.

## **JUVENILE JUSTICE SYSTEM – IDENTIFICATION OF KEY OUTCOMES, STRATEGIES, AND PERFORMANCE INDICATORS FIRST SEMI-ANNUAL REPORT**

On July 31, 2007, on motion of Supervisor Michael D. Antonovich, the Board instructed the Chief Executive Officer to work with the Chief Probation Officer to:

- 1) Clearly identify key outcomes for the youth in the juvenile justice system, the supporting strategies with a timeline, based on Evidence-Based Practices (EBP), and the performance measures for each outcome;
- 2) Clearly define the roles of all parties in outcomes which involve other Departments/Agencies to eliminate any confusion, duplication, and promote efficiency and accountability; and
- 3) Provide a report within 30 days with semi-annual progress reports thereafter.

On October 5, 2007, we provided your Board with a second status report and indicated that Probation intended to begin reporting on Camp Redesign outcomes and performance indicators by January 2008 for data through December 2007. This is the first semi-annual progress report which includes the initial set of juvenile and adult Probation outcomes and performance indicators developed by Probation's strategic planning work group established in August 2007, for the purpose for developing a consensus on such long-term and intermediate outcomes and performance indicators.

Now that Probation has identified the initial outcomes and performance indicators for its juvenile and adult programs, staff will focus on (a) initial implementation of a Dashboard Reporting System and (b) collecting relevant baseline data for inclusion in the next semi-annual report to be submitted to your Board in August 2008.

### **FIRST SEMI-ANNUAL PROGRESS REPORT OVERVIEW**

Probation has identified ten outcomes that apply to juvenile and adult population. This report also summarizes Probation's planned (a) reporting of probation outcomes and performance indicators with a new Dashboard Reporting System and (b) use of outcomes and performance indicators in contracting with community-based organizations for EBP interventions and related services.

### **Factors Influencing Realization of Immediate Significant Results**

Probation recognizes that immediate significant results, such as reduced recidivism, will be largely influenced by three factors: 1) the Department needs to improve its internal capacity to identify, collect, analyze, and report the data required for some of the outcomes and many of the performance indicators; 2) recidivism is typically measured 12–24 months *after* youth and emerging adults have been released from the probation system; and 3) EBP realignment is an ongoing process that will occur over the next 3-5 years.

### **I. JUVENILE AND ADULT PROBATION OUTCOMES**

The ten outcomes that apply to juvenile delinquents and adult probationers include the emerging adult offenders who are 18-25 years old, a population that is essentially an extension of the juvenile justice system. The outcomes fall under the following five categories and are summarized below and identified in Attachment A. Probation is compiling baseline data for both outcomes and performance indicators.

#### **Recidivism**

Number and percentage of juveniles with a new arrest or a sustained 602 petition within two years after completion of probation or number and percentage of adults with an arrest or conviction within two years after completion of probation. The outcomes will be measured and reported in six month increments, both individually and cumulatively, for up to two (2) years.

#### **Public Safety**

Number and percentage of juveniles who complete their probation without (a) a new arrest; (b) another sustained 602 petition, or (c) a sustained Welfare and Institutions Code, Section 777 violation, or number and percentage of adults that complete probation without a new arrest or conviction.

### **Completion of Probation**

Number and percentage of juveniles and adults who successfully complete their court-ordered restitution and/or community service, and number and percentage of eligible juveniles and adults testing positive for use of drugs after being on probation for 180-days or more.

### **Educational Achievement**

Number and percentage of eligible juveniles and adults who (a) obtain their high school diploma, (b) obtain their GED certificate, (c) successfully enroll in a vocational education program, and/or (d) successfully enroll in a 2–4 year college by the completion of probation.

### **Employment**

Number and percentage of eligible juveniles and adults who are or were employed at the completion of probation.

***Probation anticipates the above outcomes will be the primary performance “drivers” for programs operated by Probation staff, contract services provided by community-based organizations, and volunteer services provided by faith-based organizations.***

## **II. DASHBOARD REPORTING SYSTEM**

Probation is currently developing and implementing a Dashboard Reporting System that will be used to report the above juvenile and adult probation outcomes and performance indicators, *Performance Counts!* and other information to your Board, this Office, and other external stakeholders. It will also be utilized to track managerial performance in comparison to Management Appraisal and Performance Plan goals within the Department. Probation now anticipates having the basic outcome measurement and reporting system (ten outcomes) in place by mid-year. A Dashboard Reporting System Glossary is provided in Attachment B for your reference.

Exhibit A summarizes how the Dashboard Reporting System can “drill down” and filter probation outcome data from the perspectives of various **external** stakeholders.

Exhibit B summarizes how the Dashboard Reporting System can “drill down” and filter performance indicator data from the perspectives of various **internal** stakeholders.

### **Outcome Reporting**

The Dashboard Reporting System is being designed and developed so that:

- Users will be able to quickly select the category of probation outcomes in which they are interested.
- Users can establish their personal home pages of probation outcomes, so they will appear whenever the users log on to the Dashboard Reporting System.
- Users can toggle between juvenile and adult probation outcomes.
- Recidivism can be presented on a cumulative basis. However, it can also be presented on the basis of which six-month period the recidivism occurs.

The Dashboard Reporting System can be utilized to “drill down” juvenile or adult recidivism data by service planning area (SPA). Please note that:

- Users will be allowed to select a particular outcome, choose juvenile or adult, specify a time period, and select a jurisdiction as identified in Exhibit A.
- The Dashboard Reporting System can also “drill down” juvenile or adult recidivism data by:
  - **Other Geographical Areas** – Board of Supervisors District, Juvenile Justice Crime Prevention Act cluster which is very similar to your Board’s Supervisorial Districts, California Senate, Assembly, or Congressional Districts.
  - **Demographic Characteristics** – Age, gender, and ethnicity of probationers.

## Probation Outcomes and Performance Indicators – Reporting Hierarchies

### Exhibit A External Hierarchy for Reporting Outcomes

Sort Criteria	Description
(1) Hierarchy	<b>Juvenile versus Adult</b>
Level 1	Assessment (LARRC vs. LS/CMI)
Level 2 (Juvenile)	LARRC risk category for juveniles (low, medium, high, and extremely high)
Level 2 (Adult)	Adult Screening Tool or LS/CMI risk category (low, medium, and high)
(2) Hierarchy	<b>Service Planning Area</b> 1-8 (correlated by zip code)
(3) Hierarchy	<b>Supervisor District / JJCPA Cluster</b> 1-8 (correlated by zip code)
(4) Hierarchy	<b>Congressional / Legislative Districts</b> Congressional District (correlated by zip code) Senate District (correlated by zip code) Assembly District (correlated by zip code)
(5) Hierarchy	Demographic breakdown (age, gender, or ethnicity) for any of the above levels

### Exhibit B Internal Hierarchy for Reporting Performance Indicators

Sort Criteria	Category	Description
(1) Hierarchy	<b>Department</b>	Summarizes performance for the entire Probation Department
(2) Hierarchy	<b>Division</b>	Breaks down performance by the 3 Deputy Directors and ASB Admin. Dep.
(3) Hierarchy	<b>Bureau</b>	Breaks down performance into 6 operating bureaus
(4) Hierarchy	<b>Region</b>	Breaks down performance by juvenile hall or camp region
(5) Hierarchy	<b>Area</b>	Breaks down performance by juvenile or adult area office, camps, programs, juvenile hall divisions
(6) Hierarchy	<b>Caseload Type / Unit</b>	Breaks down performance by juvenile hall unit or juvenile camp caseload type or field caseload type
(7) Hierarchy	<b>SDPO / Shift</b>	Breaks down performance by juvenile hall shift or camp/field supervisor
(8) Hierarchy	<b>DPO</b>	Breaks down performance by juvenile hall DSO/SDSO/GSN or camp/field DPO/GSN

### **Phased Implementation of the Dashboard Reporting System**

Probation is planning to phase in the Dashboard Reporting System of probation outcomes and indicators over the next 12-18 months based on a number of factors.

1. ***EBP Implementation*** – The primary purpose of the Dashboard Reporting System is to enable Department managers and supervisors to track and assess the implementation and effectiveness of EBP. Accordingly, we will initially focus on reporting probation outcomes and performance indicators that are related to implementation of EBP strategies, programs, and contracts.
2. ***PCMS Implementation*** – Around July 2008, Probation anticipates implementing its Probation Case Management System (PCMS) to replace nine existing legacy information systems. The PCMS database will comprise a major portion of the initial data warehouse. Accordingly, the Dashboard Reporting System of many probation performance indicators will await PCMS implementation, so that Probation's Information Systems Bureau (ISB) staff do not have to set up the Dashboard reporting system twice (once under the nine legacy systems and again under PCMS).
3. ***EBP Interventions*** – Implementation of EBP interventions requires collecting and tracking a variety of new data regarding the target population for each intervention, pre-testing and post-testing of probationers, completion of programs, and changes in criminogenic needs. The Department is exploring web-based alternatives to capture such data and feed them to PCMS (or the Adult Probation System) or directly into the data warehouse. This is true of both camp-based and community-based EBP interventions.

#### **Camp-Based Interventions**

Thinking for a Change  
Girls Moving On  
Aggression Replacement Training  
Pathways to Self Discovery and  
Change (substance abuse treatment)

#### **Community-Based Interventions**

Functional Family Therapy  
Multisystemic Therapy  
Multidimensional Treatment Foster Care  
Full Service Partnership / Wraparound

The Dashboard Reporting System of performance indicators for specific EBP interventions will occur as these data capture systems are implemented and data are collected.

4. ***Saba Learning Management System*** – The Department is in the process of implementing the County's Saba Learning Management System (LMS) which was supposed to come on-line in July 2007; however, implementation was delayed by (a) interface issues between the Saba LMS and the State Training Certification (STC) system operated by the California Department of Corrections and Rehabilitation and (b) problems in converting historical data from the existing registrar system. The Department currently anticipates bringing Saba LMS on-line by mid-year.

### **III. EBP COLLABORATION AND PERFORMANCE-BASED CONTRACTING**

Probation is beginning to work closely with its partners – Department of Health Services' Juvenile Court Health Services (JCHS), Department of Mental Health (DMH), the Los Angeles County Office of Education (LACOE), community-based organizations (CBOs), and faith-based organizations (FBOs) – to ensure that their services to probation youth are aligned with and integrated to achieve expected outcomes. However, it is important to reiterate that EBP realignment is a continuous improvement process that will occur over the next 3-5 years.

The Department will standardize use of the Correctional Program Checklist (CPC) developed by Dr. Edward Latessa and staff at the University of Cincinnati (part of The Resources Company consulting team that is assisting the Department in implementing its management/program audit recommendations as well as EBP) as its standard approach and methodology for conducting "evaluability" assessments of Department programs, functions, and future client-based contracts.

The Department currently envisions using the following process to help CBOs and FBOs realign their service delivery with EBP and principles:

1. **EBP/CPC Orientation** – The Department will offer a four-hour orientation to the CPC and the EBP capacity-building process to all existing client-based service providers and CBOs/FBOs that are interested in providing EBP interventions and services to the Department's juvenile and/or adult probationers.
2. **CPC Self-Assessment** – The Department will provide each CBO or FBO with a 4-page CPC self-assessment document that asks 80 questions in five areas (program leadership and design, staffing, offender assessment, program characteristics, and quality assurance) for the CBO to complete and the Department to review.
3. **CBO Training** – The Department will create a six person unit to train CBOs and FBOs in EBP principles, staff skills, and interventions. This group of staff will provide consulting advice regarding EBP programming, staffing, contracting, and reporting requirements that are being established by the County and/or the Probation Department.
4. **CPC Assessments** – At the appropriate time, Probation Department Program Evaluation Office staff will conduct 1-2 day assessments of CBOs seeking to be accredited as EBP service providers eligible for Probation contracts through the County.
5. **CBO/FBO Corrective Action Plan** – CBOs and FBOs currently under contract with the County that do not meet the County's threshold for CPC accreditation will be given a three-year time period to reach that threshold (assuming reasonable progress during that period) to continue their eligibility for County contracts with the Department.

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We believe Probation has made significant progress in identifying key juvenile justice system outcomes and performance indicators, working with its partners to ensure services provided to youth under their care and custody are aligned to achieve expected outcomes, by developing a Dashboard Reporting System.

If you have any questions or require additional information, please contact Deputy Chief Executive Officer Doyle Campbell, Public Safety, at (213) 893-2374 or Chief Deputy David M. Davies, Probation, at (562) 940-2511.

WTF:SRH:RDC  
JW:VC:yjf

#### Attachments

- c: Honorable Michael Nash, Presiding Judge, Juvenile Court
- Sachi A. Hamai, Executive Officer, Board of Supervisors
- J. Tyler McCauley, Auditor-Controller
- Dr. Bruce Chernof, Director, Department of Health Services
- Dr. Marvin Southard, Director, Department of Mental Health
- Robert B. Taylor, Chief Probation Officer
- Dr. Darline P. Robles, Superintendent. Los Angeles County Office of Education



## Probation Outcomes

Outcomes	Adult	Juvenile	Agency Responsible for Data Collection	Source
<b>RECIDIVISM</b>				
Number and percentage of adults who are arrested within 2 years after completion of probation	X		Prob.	APS/CCHRS
Number and percentage of adults who are convicted within 2 years after completion of probation	X		Prob.	APS/CCHRS
Number and percentage of juveniles who are arrested within 2 years after completion of probation		X	Prob.	JCMS/PCMS/CCHRS
Number and percentage of juveniles who receive a sustained 602 petition within 2 years after completion of probation		X	Prob.	JCMS/PCMS/CCHRS
<b>PUBLIC SAFETY</b>				
Number and percentage of adults who complete probation without a subsequent arrest	X		Prob.	APS/CCHRS
Number and percentage of adults who complete probation without a subsequent conviction	X		Prob.	APS/CCHRS
Number and percentage of adults who complete probation without a court-ordered violation	X		Prob.	APS/CCHRS
Number and percentage of juveniles who complete probation without a subsequent arrest		X	Prob.	JCMS/PCMS/CCHRS
Number and percentage of juveniles who complete probation without another sustained 602 petition		X	Prob.	JCMS/PCMS/CCHRS
Number and percentage of juveniles who complete probation without a sustained 777 WIC violation		X	Prob.	JCMS/PCMS/CCHRS
<b>COMPLETION OF PROBATION</b>				
Number and percentage of adults who successfully complete their court-ordered restitution	X		Prob.	APS
Number and percentage of adults who successfully complete their court-ordered community service	X		Prob.	APS
Number and percentage of eligible adults testing positive for use of drugs after being on probation for 180 days or more	X		Prob.	APS
Number and percentage of juveniles who successfully complete their court-ordered restitution		X	Prob.	JCMS/PCMS

## Attachment A

Outcomes	Adult	Juvenile	Agency Responsible for Data Collection	Source
Number and percentage of juveniles who successfully complete their court-ordered community service		X	Prob.	JCMS/PCMS
Number and percentage of eligible juveniles testing positive for use of drugs after being on probation for 180 days or more		X	Prob.	JCMS/PCMS
<b>EDUCATIONAL ACHIEVEMENT</b>				
Number and percentage of eligible adults who obtain their high school diploma by the completion of probation	X		Ed.	APS
Number and percentage of eligible adults who obtain their GED by the completion of probation	X		Ed.	APS
Number and percentage of eligible adults who successfully enroll in vocational education by the completion of probation	X		Ed.	APS
Number and percentage of eligible adults who successfully enroll in a 2-4 year college by the completion of probation	X		Ed.	APS
Number and percentage of eligible juveniles who obtain their high school diploma by the completion of probation		X	Ed.	JCMS/PCMS
Number and percentage of eligible juveniles who obtain their GED by the completion of probation		X	Ed.	JCMS/PCMS
Number and percentage of eligible juveniles who successfully enroll in vocational education by the completion of probation		X	Ed.	JCMS/PCMS
Number and percentage of eligible juveniles who successfully enroll in a 2-4 year college by the completion of probation		X	Ed.	JCMS/PCMS
<b>EMPLOYMENT</b>				
Number and percentage of eligible adults who are or were employed at the completion of probation	X		Prob.	APS
Number and percentage of eligible juveniles who are or were employed at the completion of probation		X	Prob.	JCMS/PCMS

Includes emerging adults = 18-25 year-old offenders.

Ed. = LACOE (Juvenile Court and Community Schools Division) or applicable school district

CCHRS: To determine recidivism, Probation's ISB staff have to send files to CCHRS staff to process against that statewide database on arrests. Probation databases are limited to those where the Superior Court has referred a case to Probation for investigation or supervision. Any arrests that occur outside of the jurisdiction of the Court do not exist on the Probation database (except for a limited number of ISC or CS cases).

### Probation Outcomes

## PROBATION DEPARTMENT DASHBOARD REPORTING SYSTEM GLOSSARY

- ***Dashboard Reporting System:*** an executive information system that will provide Probation Department management and supervisors with outcomes and performance information to measure and report the effectiveness of EBP implementation in the juvenile camps and subsequently in the juvenile and adult field offices on a monthly and ad hoc basis.
- ***Probation outcomes:*** benefits or changes for juvenile and adult offenders resulting from their education and treatment while they are under the supervision and care of the Probation Department.
- ***Primary outcome:*** reduction of recidivism among youth ordered to juvenile halls, camp, suitable placement, or home on probation. Recidivism is typically measured 12-24 months after youth have been released from probation, in general, and custody, in particular.
  - ***Recidivism – arrest:*** this outcome measures the rate at which both juvenile and adult offenders are arrested for a new crime within 6, 12, 18, and 24 months after the completion of their probation.
  - ***Recidivism – sustained 602 petition:*** this outcome measures the rate at which allegations against juveniles are found to be true for a crime committed within 6, 12, 18, and 24 months after the completion of their probation.
  - ***Recidivism – subsequent conviction:*** this outcome measures the rate at which adult offenders are convicted of new crimes within 6, 12, 18, and 24 months after the completion of their probation.
- ***Intermediate outcomes:*** outcomes used to measure the progress (or lack of progress) in the reduction of risk and criminogenic needs due to the application of EBP staff skills and EBP interventions while youth are in juvenile halls and camps or at home or in placement in the community.
  - ***Public safety – arrest:*** this outcome measures the rate at which both juvenile and adult offenders are arrested for a new crime while on probation.
  - ***Public safety – sustained 602 petition:*** this outcome measures the rate at which allegations against juveniles are found to be true for a crime committed while on probation.
  - ***Public safety – subsequent conviction:*** this outcome measures the rate at which adult offenders are convicted of new crimes while on probation.

- **Public safety – sustained 777 WIC violation:** this outcome measures the rate at which both juvenile and adult offenders are found to have committed a technical violation while on probation.
- **Restitution:** this outcome measures the extent to which juvenile and adult offenders complete their court-ordered restitution within the terms of their probation grants.
- **Community service:** this outcome measures the extent to which juvenile and adult offenders complete their court-ordered community services within the terms of their probation grants.
- **Drug testing:** this outcome measures the extent to which juvenile and adult offenders that are ordered to submit to drug testing then test positive for use of drugs after being on probation for 180 days or more.
- **High school diploma:** this outcome measures the rate at which juveniles and emerging adults that are eligible to graduate from high school pass the California High School Exit Examination and obtain their diplomas, by the completion of their probation.
- **GED certificate:** this outcome measures the rate at which eligible juveniles and emerging adults seek and obtain their General Education Development (GED) certificates by the completion of their probation.
- **Career technical education (CTE):** this outcome measures the rate at which eligible juveniles and emerging adults successfully enroll in CTE or vocational education programs by the completion of their probation.
- **College preparation:** this outcome measures the rate at which eligible juveniles and emerging adults successfully enroll in 2-year or 4-year colleges by the completion of their probation.
- **Employment:** this outcome measures the rate at which eligible juveniles and emerging adults were employed at the time they completed their probation grants.
- **Performance indicators:** program-related metrics used to measure, track and report the extent to which an organization is achieving a desired objective or level of performance (e.g., implementing EBP strategies, training probation staff, and assessing the fidelity of EBP interventions and services).
- **Performance Counts!:** a framework established by the Los Angeles County Chief Executive Officer for measuring the results of services delivered by County agencies.
- **Strategies:** EBP and other interventions and services designed in accordance with EBP principles and targeting criteria established by the National Institute of Corrections (NIC).